Situation Manual

March 24, 2016

Fort Worden l Port Townsend, WA

Exercise Overview

Exercise Name	Olympic Billy Goat Down
Exercise Dates	March 24th, 2016
Scope	This exercise is a tabletop, planned for six hours at Fort Worden, WA. Exercise play is limited to discussions revolving around the response of Foot and Mouth Disease in the Olympic Peninsula.
Mission Area(s)	Response
Core Capabilities	Supply Chain Integrity and Security, Environmental Response-Health and Safety, and Operational Coordination
Objectives	1. Discuss roles and responsibilities of county, state, federal, and tribal authorities 2. Discuss quarantine and hold order procedures for local farms and county fairgrounds 3. Identify disposal options for animal carcasses 4. Review Washington State National Veterinary Stockpile Plan
Threat or Hazard	Natural [Biological] Disaster – Foot and Mouth Disease
Scenario	A young 4-H member brings his FMD infected goat to the Jefferson County Fair. The state and local officials place quarantine and hold orders as they try to control the spread of the disease virus across the region.
Sponsor	Washington State Department of Agriculture is sponsoring this exercise utilizing SHSP FY14 grant funds. HLS Region 2 (Clallam, Jefferson, and Kitsap counties) is the co-host of the exercise.
Participating Organizations	Washington State Department of Agriculture, Washington State Department of Fish and Wildlife, Washington State Patrol, Washington State Department of Health, Washington State Department of Ecology, Washington State Emergency Management Department, Washington State Dairy Products Commission, United States Department of Agriculture, Kitsap/Jefferson/Clallam County Department of Emergency Managements, Kitsap/Jefferson/Clallam County Public Health Offices, Kitsap/Jefferson/Clallam County Sheriff's Offices, Washington State University Extension Office, Jefferson County Board of Commissioners, Homeland Security Region 2, and Private Veterinary Offices.

Point of Contact

Paige Beck
Emergency Management Specialist
Washington State Department of Agriculture
Office: (360) 725-5508
Cell: (360) 701-0797
pbeck@agr.wa.gov

Michael Gordon
Director
Kitsap County Department of Emergency Management
Phone: (360) 307-5872
Cell: (360) 204-6703
mgordon@co.kitsap.wa.us

General Information

Exercise Objectives and Core Capabilities

The following exercise objectives in Table 1 describe the expected outcomes for the exercise. The objectives are linked to core capabilities, which are distinct critical elements necessary to achieve the specific mission area(s). The objectives and aligned core capabilities are guided by elected and appointed officials and selected by the Exercise Planning Team.

Exercise Objective	Core Capability
Discuss roles and responsibilities of county, state, federal, and tribal authorities	Operational Coordination
Discuss quarantine and hold order procedures for local farms and county fairgrounds	Operational Coordination
Identify disposal options for animal carcasses	Environmental Response-Health and Safety
Review WA National Veterinary Stockpile Plan	Supply Chain Integrity and Security

Table 1. Exercise Objectives and Associated Core Capabilities

Participant Roles and Responsibilities

The term *participant* encompasses many groups of people, not just those playing in the exercise. Groups of participants involved in the exercise, and their respective roles and responsibilities, are as follows:

- **Players.** Players are personnel who have an active role in discussing or performing their regular roles and responsibilities during the exercise. Players discuss or initiate actions in response to the simulated emergency.
- **Observers.** Observers do not directly participate in the exercise. However, they may support the development of player responses to the situation during the discussion by asking relevant questions or providing subject matter expertise.
- **Facilitators.** Facilitators provide situation updates and moderate discussions. They also provide additional information or resolve questions as required. Key Exercise Planning Team members also may assist with facilitation as subject matter experts (SMEs) during the exercise.
- **Evaluators.** Evaluators are assigned to observe and document certain objectives during the exercise. Their primary role is to document player discussions, including how and if those discussions conform to plans, polices, and procedures.

Exercise Structure

This exercise will be a multimedia, facilitated exercise. Players will participate in the following three modules:

- Module 1: Initial Onset
- Module 2: Conflicts and Confirmations
- Module 3: Disputes, Depopulation and Disposal

Each module begins with a multimedia update that summarizes key events occurring within that time period. After the updates, participants review the situation and engage in group discussions of appropriate response issues. Participants will engage in a moderated plenary discussion in which the facilitator will go around the room to gather a synopsis of that jurisdictions actions, based on the scenario.

Exercise Guidelines

- This exercise will be held in an open, low-stress, no-fault environment. Varying viewpoints, even disagreements, are expected.
- Respond to the scenario using your knowledge of current plans and capabilities (i.e., you may use only existing assets) and insights derived from your training.
- Decisions are not precedent setting and may not reflect your organization's final position on a given issue. This exercise is an opportunity to discuss and present multiple options and possible solutions.
- Issue identification is not as valuable as suggestions and recommended actions that could improve response efforts. Problem-solving efforts should be the focus.

Exercise Assumptions and Artificialities

In any exercise, assumptions and artificialities may be necessary to complete play in the time allotted and/or account for logistical limitations. Exercise participants should accept that assumptions and artificialities are inherent in any exercise, and should not allow these considerations to negatively impact their participation. During this exercise, the following apply:

- The exercise is conducted in a no-fault learning environment wherein capabilities, plans, systems, and processes will be evaluated.
- The exercise scenario is plausible, and events occur as they are presented.
- All players receive information at the same time.

Exercise Evaluation

Evaluation of the exercise is based on the exercise objectives and aligned capabilities, capability targets, and critical tasks, which are documented in notes taken by the designated note taker, as well as the evaluation survey document given to each participant and observer. These documents, coupled with facilitator observations and notes, will be used to evaluate the exercise and compile the After-Action Report (AAR).

Module 1: Initial Onset

Wednesday August 10, 2016: Early Morning

A small local dairy located in Sequim, WA has 25 cows, 9 calves, 6 hogs, 5 horses, and 3 goats that the owner's son shows in for 4-H during the Jefferson county fair. As Mr. and Mrs. Dairyman's son prepares for the show, he notices that his goat is still laying down in the barn he shares with the other animals. Their son tries to convince him to stand up and eat his grain, but the goat continues to lie in the straw. The boy assumes the goat is still depressed about his 10 day absence in South America where he was attending an agriculture tour with his school. The boy is puzzled, since he returned from his trip 5 days ago, but moves along to finish the rest of his morning chores.

Wednesday, August 10, 2016: Afternoon

The first day of the Jefferson County Fair has begun! The Dairyman family is all together driving up Port Townsend with their son's show goat to get set up for the weekend. When they arrive at the fairgrounds the fair veterinarian meets the trailer to complete a physical exam on the goat. After waiting for the goat to settle down from the trip, the veterinarian notes the goat has a significant fever of 105.5^0 F and appears depressed and lethargic. Due to these findings the veterinarian treats the goat to help with the fever and asks the Dairyman Family to take the goat home to help protect the other fair participant's animals.

Once home the family immediately becomes concerned with their other animals. Around 10 of the 25 cows are feverish, depressed, and showing signs of lameness. Three of the 6 hogs are also depressed, feverish, and very lame with redness and blanching of the coronary brand. The other two goats are showing similar signs of fever and depression. Interestingly, the horses appear to be unaffected with no fever and normal behavior. Mrs. and Mr. Dairyman become concerned and immediately call their local veterinarian.

Wednesday, August 10, 2016: 6:00 PM

The veterinarian shows up to assess the animals on the Dairyman's farm where the boy discusses his agriculture tour experience in South America. The veterinarian starts to become very concerned that she is seeing similar signs of disease in ALL the animals except the horses.

The veterinarian decides to call the Washington State Department of Agriculture (WSDA) State Veterinarian, Dr. Baker and describes her findings. Dr. Baker promises to send a trained USDA Foreign Animal Disease Diagnostician (FADD) in the morning to check the animals. He puts a temporary hold order on the Dairyman Family Farm to make sure they do not move any animals on or off the farm until then. The Dairyman Family understands and complies with Dr. Baker's hold order.

Thursday, August 11, 2016: Morning

Dr. Gilliom, WSDA Field Veterinarian, shows up early at the Dairyman's farm to examine the animals. Dr. Gilliom's examination of the livestock shows increasingly concerning signs of a possible FAD. More cows are showing signs of depression, fever, and lameness. The cows that were sick the previous evening now are salivating profusely and have small blisters starting to develop on their tongues and lips. All the hogs are now depressed, feverish, and lame. Three of the hogs are refusing to rise and are developing redness and wounds around their coronary bands. The goats are still only feverish and depressed while the horses are not feverish but instead, are bright and alert, and continue to eat normally. In the course of his investigation, Dr. Gilliom finds out that the Dairyman Family was at the Jefferson County Fair briefly yesterday. Meanwhile, Dr. Baker has contacted the USDA Assistant District Director (ADD), to let them know of Dr. Gilliom's FAD investigation.

After Dr. Gilliom completes his investigation and takes the appropriate samples, he remains on the farm and has a conference call with Dr. Baker and the USDA ADD. He expresses his concerns about the trip to South America and the clinical signs of the animals. He believes this is a Priority 1 FAD investigation and asks for the samples to be

flown to the USDA's National Veterinary Services Laboratory on Plum Island in New York for rapid testing. He also advises them that the Dairyman's had contact at the Jefferson County Fair the day before and it may be necessary to quarantine the fair. Dr. Baker agrees.

Dr. Gilliom explains the concerns to the Dairyman family and the need to place quarantine on their farm. They understand and agree to not only stop any movement on and off their farm, but agree to not visit and other farms in the area until the figure out what is going on.

Thursday, August 11, 2016: Afternoon

Dr. Baker contacts the Jefferson County Fair superintendent to advise them of what is going on at the Dairyman Farm and that he will need to quarantine the fair. Dr. Baker tells the fair superintendent that he has not gotten confirmation that this is Foot and Mouth Disease (FMD), but due to the clinical signs shown as well as the connection to South America, a quarantine is warranted for national agriculture security. Given the highly infectious nature of FMD and the fact that the Dairyman's truck and trailer had contact with the fair unloading area as well as the fair's veterinarian during the examination of the suspect goat, there is possibility of disease transfer.

The WSDA Director and WSDA Emergency Management team are notified of the situation by the State Veterinarian as soon as he gets off the phone with the Jefferson Fair superintendent. The WSDA Emergency Management team then immediately contacts the state emergency operations center as well as the Clallam County Emergency Manager and tell them that WSDA is conducting operations near Sequim. They continue to send notification and make contact with Jefferson County Sheriff's Office letting them know about the quarantine at the County Fair. They say they will provide more information as it becomes available.

Key Issues

- Suspect FMD detection in local goat
- Disease quarantine at Jefferson County Fair
- Hold order on small Sequim farm
- Alert and notification between all parties

Questions

Based on the information provided, participate in the discussion concerning the issues raised in Module 1. Identify any critical issues, decisions, requirements, or questions that should be addressed at this time.

County Members

1. What plans does the fairgrounds have for this type of an event?
2. Does your jurisdiction have an agricultural emergency response plan to address foreign animal diseases or other animal health events?
3. Looking ahead, does your jurisdiction have the resources to assist in a control movement and quarantine? For how many days?
4. What are some concerns for the county at this point? Public information will be a big deal with the quarantine at the active county fair, does your jurisdiction have pre-communication plans written for this type of an event? Do you have the capacity to handle this type of communication on your own?

State, Federal, Private Members

5. At this point in the response, have enough people been adequately notified? Is there a plan in place to notify private veterinarians?

6. What are some complications that may come from quarantining the fairgrounds before a positive lab test? What affects would this have on the community and how are your actions coordinated with local authorities? Do the benefits of early preparedness outweigh the potential public concern?
7. What sort of public messaging do you start to consider at this point?
8. At what point will this be brought to the Governor's attention? What is this process?
9. What supply management and/or movement plans should be considered on the dairy?

Module 2: Conflicts and Confirmations

Thursday, August 11th, 2016: 10:00 pm

Dr. Gilliom receives a frantic call from Mrs. Dairyman. She is upset because during all the action yesterday she completely forgot about one of their heifers that left the farm earlier in the week. Her son's best friend, Jane, is also a 4-H member and was going to show one of their heifers at the fair too. Earlier in the week, Jane's parents trailered the heifer over to their farm in Seabeck, Raw Adventure Farm. Mrs. Dairyman had received a phone call at about 9:50 pm from Jane's mother telling her that Jane's heifer is sick. This prompted Mrs. Dairyman to call Dr. Gilliom right away.

Dr. Gilliom gathers the necessary information to contact Raw Adventure Farm and thanks Mrs. Dairyman for this information. Dr. Gilliom immediately calls Drs. Baker and the USDA ADD. They advise that another WSDA FADD field veterinarian, Dr. Amber Itle, go to Raw Adventure Farm first thing the next morning.

Friday August 12th, 2016: Morning

Raw Farm Adventures

Dr. Itle coordinates with the farm owner, Sarah Swiss, at Raw Adventure Farms and discusses the situation at the Dairyman's farm. Ms. Swiss tells Dr. Itle that they have 15 milking cows and 20 laying hens on the farm along with the heifer from the Dairyman's farm and that a number of her milking cows are sick. Dr. Itle evaluates the livestock on the farm and see signs of FMD in 12 of the 16 livestock on the farm. Dr. Itle takes the appropriate samples, has them shipped off to NVSL on Plum Island and confirms with Dr. Baker and the USDA ADD that this is most likely FMD.

Dr. Itle counsels Ms. Swiss on the need to quarantine her farm because of her contact with the Dairyman's Farm and the signs her cattle are showing. Ms. Swiss becomes highly agitated with Dr. Itle and tells her that she has ten executives coming from Seattle to participate in her farm adventure program and she stands to lose $10,000 by canceling this group. She refuses to comply or sign the quarantine agreement and asks Dr. Itle to leave the farm before she calls the police.

Dairyman Farm

Overnight, NVSL processed and analyzed the samples from the Dairyman's farm in Sequim. All samples received tested ***positive*** for foot and mouth disease. The State Veterinarian was notified at approximately 4:30 AM of the results. He immediately called the WSDA Director, and the USDA ADD to relay the results. At approximately 5:00 AM the Director confers with his leadership team and notifies the Governor of the confirmed outbreak. The WSDA Emergency Management staff were notified of the results and immediately contacted the State Emergency Operations Center and the Clallam County Emergency Manager of the confirmation.

The State Veterinarian starts organizing for depopulation of the animals and the state is working jointly with the county, tribes and federal government to stop the further spread. Dr. Gilliom, as the case manager, contacts Mr. and Mrs. Dairyman and discusses with them the need to depopulate their herd. He explains that they will be compensated by USDA for the market price of their cattle. The Dairyman's are sad to lose their herd, but understand the need to control this disease.

The State Veterinarian has ordered a 10 km (6.25 mile) radius infected zone, a 20 km (12.5 mile) radius buffer zone, and a 30 km (18.75 mile) radius surveillance zone be immediately established around each premise.

Friday August 12th, 2016: Afternoon

Jefferson County Fair

All animals at the Jefferson County Fair remain under quarantine with the fair veterinarian monitoring them for signs of FMD. He reports to Dr. Baker that all livestock at the fair appear to remain normal, with no signs of FMD.

The fair superintendent indicates that the owners of the animals on quarantine are getting restless and want to go home. They are wondering how long they will have to remain under quarantine.

Key Issues

- Confirmed Foot and Mouth Disease at the Dairyman Farm (Jefferson County) and suspect at Raw Adventure Farm (Kitsap County)
- Depopulation teams set in motion for Jefferson county farm
- Refusal of quarantine and hold order in Kitsap County
- Quarantine and hold order established around tri-county area

Questions

Based on the information provided, participate in the discussion concerning the issues raised in Module 2. Identify any critical issues, decisions, requirements, or questions that should be addressed at this time.

County Members

1. What is your process for disseminating information now that there is confirmation of Foot and Mouth Disease?
1. What resources do you have available to offer the State and Federal responding agencies in regards to law enforcement, public information, meeting space, etc.?
2. If the National Veterinary Stockpile Plan is to be ordered, does your region have the warehouse capacity to support the warehouse operations needed?
3. With the quarantine and hold order placed on the county fair, how will the county deal with potentially having to feed and house people that would normally take their livestock home? Are there enough accommodations within the county to support feeding and housing of people?
4. What kind of emotional support can be provided to the exhibitors who are panicked about losing their animals? How do you keep people from removing (or trying to save/hide) animals from the premise?

State and Federal Members

6. What authority does WSDA and/or USDA have to place a quarantine and hold order on the Kitsap county farm? What are the limits to this authority? What might be some legal and/or logistical challenges that come with a refusal of quarantine and hold order?
7. How much longer will the fairgrounds be held under their quarantine and hold order? What is the risk in keeping it on?
8. Given the nature of the biological agent, what biosecurity measures, if any, should be taken to contain the disease and protect against contaminants during response operations?
9. How will the state interact with the US Forest Service and National Park Service if the quarantine zones reach into their territory, and what kind of surveillance should be done for wildlife in the quarantine zone? What about tribal lands?

10. How will information be shared with all parties (counties, tribes, US Forest Service, National Park Service, USDA, etc.)?
11. How are public health messages going to be coordinated? What plans are in place for establishing and operating a Joint Information Center (JIC)?

Module 3: Disputes, Depopulation, and Disposal

Saturday August 13, 2016, 8:00 am

Dairyman Farm

The joint USDA and WSDA depopulation team arrive to the Dairyman's Farm to contain the FMD outbreak. Given the small number of livestock on the farm, the depopulation is completed by 10:00 am. The initial plan to dispose of the livestock was to bury them on-site. However, during the depopulation, Dr. Baker received a call from Washington State Department of Ecology indicating that in their discussions with the local health jurisdiction the local jurisdiction stated that it is not safe to bury the livestock on the farm, as the water table is too close to the surface. Dr. Baker alerts the depopulation team to cease disposal and wait for further instruction.

Jefferson Country Fair

The fair superintendent has called Dr. Baker indicating that they are worried that they will start to run out of feed for the fair livestock by the end of weekend. She is wondering how best to get feed onto the fairgrounds while under quarantine. The fair veterinarian has continued to monitor animals and has seen no onset of illness in any animals.

Saturday August 13, 2016, Afternoon

The Washington State Department of Fish and Wildlife Epidemiologist calls Dr. Baker to notify him of a phone call she received from the Olympic National Park Wildlife Branch Chief notifying her that there have been reports from her biologists of a herd of wild deer and elk in the National Park and National Forest boundaries.

Key Issues

- Disposal options for infected carcasses
- Low feed at county fair
- Potential disease spread to wildlife in National Park

Questions

Based on the information provided, participate in the discussion concerning the issues raised in Module 3. Identify any critical issues, decisions, requirements, or questions that should be addressed at this time.

County Members

1. Are there any current policies or procedures addressing carcass disposal in your county or region?
2. Are your landfills/transfer facilities capable of accepting large [diseased] animals? Do you have any trained personnel on composting mass quantities?
3. What are some of your concerns at this point that have not been addressed this far?

State Partners

4. What preparation has been done for carcass disposal for foreign animal disease responses?
5. Who has the authority for disposal of carcasses? What sort of coordination would be done with the local environmental health agencies?
6. What sort of planning has been done for a disease outbreak in wildlife populations?
7. How would these wildlife outbreaks be coordinated with the current domestic farm outbreaks?
8. What are some major concerns from the National Park Service? Forest Service? Washington Department of Fish and Wildlife?

Appendix A: Exercise Schedule

Time	Activity
March 24th, 2016	
8:45 AM	Registration
9:00 AM	Opening Remarks
9:15 AM	Housekeeping, Agenda, and Introductions
9:45 AM	Introduction to Foreign Animal Disease
10:10 AM	National Veterinary Stockpile
10:20 AM	Quarantine & Hold Order Authority
10:30 AM	Break
10:45 AM	Module 1: Alert/Warning
11:30 AM	Module 2: Briefing, Caucus Discussion, and Brief-Back
12:15 PM	Lunch
1:30 PM	Module 3: Disputes, Depopulation, Disposal
2:15 PM	Hot Wash and Comments
3:00 PM	Closing Remarks and Adjourn

Appendix B: Exercise Participants

Participating Organizations
Federal
United States Department of Agriculture
National Park Service
United States Forest Service
Center for Disease Control – King County Public Health
State
Washington State Department of Agriculture
Washington State Department of Fish and Wildlife
Washington State Department of Ecology
Washington State Department of Health
Washington State Emergency Management Division
Washington State Patrol
Washington State Dairy Products Commission
Washington State University Extension Office
Clallam County
Clallam County Sheriff's Office – Emergency Management Division
Clallam County Health Department
Clallam County Health Department – Environmental
Jefferson County
Jefferson County Emergency Management
Jefferson County Sheriff's Department
Jefferson County Board of Commissioners
Jefferson County Public Health
Kitsap County
Kitsap County Department of Emergency Management
Homeland Security Region 2
Kitsap County Public Health District
Kitsap County Sheriff's Office
Private Industry
Private Veterinary Offices

Appendix C: Relevant Plans

WSDA National Veterinary Stockpile Plan (2016)

The Washington State Department of Agriculture (WSDA), in cooperation with the U.S. Department of Agriculture (USDA), has developed a plan around the USDA infrastructure to address the need for countermeasures needed to respond to a damaging animal disease outbreak. The NVS program, within the USDA's Animal Plant Health and Inspection Service Veterinary Services, holds or has access to veterinary supplies, equipment, animal vaccines, and human antiviral medication ready to deploy within 24 hours. The program also maintains contracts with all-hazards response companies, which can quickly provide large numbers of trained personnel and equipment to depopulate, dispose, and decontaminate.

WSDA Foreign Animal Disease Emergency Management Plan (2007)

The Washington State Department of Agriculture (WSDA), in cooperation with the U.S. Department of Agriculture (USDA), has developed infrastructure and plans to address outbreaks of a Foreign Animal Disease (FAD) or emergency Disease Incident (EDI) in Washington State. A large-scale FAD/EDI outbreak has the potential to quickly overwhelm local, county, and state agency resources.

Emergency Support Function 11 – Agriculture and Natural Resources: Appendix B, State Animal Response Plan with Tabs

This appendix and its supporting tabs provide guidelines for a rapid response to Animal Health Events affecting the health, safety and welfare of humans and animals.

Secure Milk Supply National Plan. Foreign Animal Disease Preparedness & Response Plan and National Center for Animal Health Emergency Management System. (Draft 2013).

The SMS Plan's overall goals are to maintain business continuity for dairy producers and processors during an FMD outbreak, to minimize disease spread, and to assure a continuous supply of milk and milk products to consumers.

Foreign Animal Disease Preparedness & Response Plan: *Foot and Mouth Disease Response Plan. The Red Book.* USDA (2014).

This plan promotes agricultural security, secures the food supply, guards animal health, and protects public health and the environment by providing strategic guidance on responding to an FMD outbreak. Developed by the National Preparedness and Incident Coordination (NPIC) Center in Veterinary Services (VS), the plan gives direction to emergency responders at the local, State, Tribal, and Federal levels to facilitate FMD control and eradication efforts in domestic livestock in the United States. This plan complements, not replaces, existing regional, State, Tribal, local, and industry plans.

Appendix D: Acronyms

Acronym	Term
ADD	Area District Director
APHIS	Animal Plant Health Inspection Service
FAD	Foreign Animal Disease
FADD	Foreign Animal Disease Diagnostician
FMD	Foot and Mouth Disease *also goes by Hoof and Mouth Disease*
NVSL	National Veterinary Services Laboratory
SitMan	Situation Manual
SME	Subject Matter Expert
TTX	Tabletop Exercise
USDA	United States Department of Agriculture
VMO	Veterinary Medical Officer
WADDL	Washington Disease Diagnostics Laboratory